

Message Text

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ACTION OES-06

INFO OCT-01 EUR-12 EA-07 ISO-00 FEA-01 ACDA-07 AGRE-00
AID-05 CEA-01 CEQ-01 CG-00 CIAE-00 COME-00 DLOS-06
DODE-00 DOTE-00 EB-08 EPA-01 ERDA-05 FMC-01 TRSE-00
H-01 INR-07 INT-05 IO-13 JUSE-00 L-03 NSAE-00 NSC-05
NSF-01 OMB-01 PA-01 PM-04 PRS-01 SP-02 SS-15 USIA-06
SAL-01 /128 W

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R 280911Z FEB 77
FM AMEMBASSY TOKYO
TO SECSTATE WASHDC 5750
INFO AMEMBASSY MOSCOW
AMEMBASSY SEOUL
USMISSION EEC BRUSSELS
USLO PEKING

C O N F I D E N T I A L TOKYO 2739

E.O. 11652: GDS
TAGS: PFOR, EFIS, JA, UR
SUBJECT: JAPAN-SOVIET FISHERIES TALKS

REF: TOKYO 2001 (NOTAL)

SUMMARY: JAPANESE HAVE BEEN SHOCKED BY SOVIET ANNOUNCEMENT
THAT 200 MILE EXCLUSIVE FISHING ZONE (EFZ) WOULD BE
IMPLEMENTED IN ASIAN WATERS EFFECTIVE MARCH 1 AND ARE UPSET
BY INSENSITIVE SOVIET HANDLING OF NORTHERN TERRITORIES
DISPUTE IN FISHERIES CONTEXT. EVEN SO, GOJ HOPEFUL THAT
MOSCOW WOULD ALLOW SHELIVING OF TERRITORIAL DISPUTE AND WOULD
AGREE TO PROVISIONAL FISHERIES AGREEMENT PERMITTING SUBSTANTIAL
JAPANESE ACCESS TO EFZ THIS SEASON WHILE LONGER-TERM ARRANGE-
MENTS UNDER DISCUSSION. END SUMMARY.

1. FEBRUARY 24 ANNOUNCEMENT OF USSR COUNCIL OF MINISTERS
RESOLUTION THAT SOVIET EFZ WOULD BE IMPLEMENTED BEGINNING
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MARCH 1 HAS CONSTERNATED JAPANESE FISHERIES CIRCLES AND
RAISED DOUBTS THAT BILATERAL FISHERIES OBJECTIVES CAN BE
HARMONIZED WITHOUT SEVERE STRAINS ON USSR-JAPAN RELATIONSHIP.
ANNOUNCEMENT'S STARK ASSERTION OF SOVIET CLAIM TO DISPUTED
"NORTHERN TERRITORIES" IS PARTICULARLY UNSETTLING; GOJ APPEARS
TO REGARD PRACTICAL ACCOMMODATION ON FISHERIES IMPOSSIBLE
IF RIVAL CLAIMS TO ISLANDS CANNOT BE FINESSED.

2. AGMIN SUZUKI LEFT TOKYO FOR TALKS IN MOSCOW WITH SOVIET FISHMIN ISHKOV ON FEBRUARY 27, EXPRESSING RESOLVE TO AVOID RUPTURE OF TALKS OVER NORTHERN TERRITORIES ISSUE AND TO AVOID CATASTROPHIC REDUCTION IN JAPANESE CATCH IN WATERS SOVIETS HAVE CLAIMED. MEANWHILE, PM FUKUDA WAS REPORTED TO HAVE TOLD PRESS THAT "JAPAN WOULD NOT MAKE ANY CONCESSION OVER THE TERRITORIAL ISSUE IN EXCHANGE FOR A CONCESSION OVER THE FISHERY ISSUE." FUKUDA ADDED THAT HE INTENDED TO KEEP THE TWO ISSUES SEPARATE AND THAT HE WOULD SEND FOMIN HATOYAMA TO MOSCOW THIS YEAR TO PURSUE TALKS ON THE NORTHERN TERRITORIES.

3. GOJ HAD EXPECTED THAT SOVIETS WOULD DRAW EFZ BASELINES FROM DISPUTED NORTHERN ISLANDS (REFTL), BUT HAD HOPED THAT MOSCOW WOULD DO THAT WITH AMBIGUITY SUFFICIENT THAT TERRITORIAL ISSUE NEED NOT OBSTRUCT EFFORT TO FIND PRACTICAL ACCOMMODATION ON FISHERIES. SOVIET ACTION ON EVE OF SUZUKI'S DEPARTURE FOR MOSCOW WAS INTERPRETED BY FONOFF (EAST EUROPE DEPDIR AOKI) AS ATTEMPT TO PANIC JAPANESE INTO EARLY AND HIGHLY UNFAVORABLE AGREEMENT ON ACCESS TO EFZ.

4. AOKI TOLD EMBOFF THAT HE STILL DOUBTED ISHKOV INTENDED TO INSIST ON JAPANESE RECOGNITION OF SOVIET TERRITORIAL CLAIM WHEN MINISTERS MET FEBRUARY 28-MARCH 1. SOVIETS KNEW DOMESTIC POLITICAL PRESSURE ON GOJ TO FIND MODUS VIVENDI WAS INTENSE, AOKI SAID (16 PERCENT OF TOTAL JAPANESE FISH CATCH WAS TAKEN IN RUSSIAN-CLAIMED ZONE IN 1975). HOWEVER, MOSCOW ALSO AWARE THAT "TOO RIGID A STANCE WOULD PUSH US INTO THE ARMS OF THE CHINESE."
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5. SOVIET ANNOUNCEMENT THAT RUSSIAN JURISDICTION WOULD BE IMPLEMENTED FROM MARCH 1 HAS, ACCORDING TO PRESS, TRIGGERED FISHERIES AGENCY INSTRUCTION TO JAPANESE VESSELS TO STAY AWAY FROM "DANGEROUS AREAS" ON AND AFTER THAT DATE. MORE THAN A THOUSAND SMALL BOATS, MOST OWNED BY ECONOMICALLY-PRECARIOUS FAMILY FIRMS, FISH IN NEW SOVIET EFZ. GOJ'S FIRST PRIORITY IN SUZUKI-ISHKOV MEETING THEREFORE APPEARS TO BE ACHIEVEMENT OF "PROVISIONAL AGREEMENT" THAT WILL PERMIT FISHING THIS YEAR, WHILE TALKS ON LONGER-TERM FISHERIES RELATIONSHIP PROCEED.
SHOESMITH

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Sent Date: 28-Feb-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: RELEASED
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Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
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